



DOWNTOWN STUDY AREA REPORT COMPREHENSIVE PARKING STUDY

City of Durham, North Carolina



DURHAM CENTRE
PARKING GARAGE
LEVEL P2



 Kimley-Horn
and Associates, Inc.

CITY OF DURHAM COMPREHENSIVE PARKING STUDY

Prepared for: City of Durham, North Carolina

DURHAM



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CITY OF MEDICINE

Prepared by: Kimley-Horn and Associates, Inc.



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1 | Executive Summary

The City of Durham has performed a comprehensive examination of the existing parking system to be in a position to provide an improved experience to those that work, visit, and live in Durham. This document outlines the process and results of the City of Durham Comprehensive Parking Study, with emphasis placed on the Downtown study area. The study was performed by documenting existing parking conditions and operational strategies, as well as projecting future parking demand based on a collaboration with City of Durham staff, Durham County staff, Downtown Durham, Inc., Downtown business owners and stakeholders, as well as the general public.

A Parking Study Team (PST) was developed to act as a sounding board for recommendations being considered as a result of the study. The PST was also an integral part of the process throughout the study ensuring that appropriate items of interest were incorporated. The PST was composed of City staff from the Department of Transportation, Durham City-County Planning Department, Office of Economic and Workforce Development, as well as representatives from Durham County, Downtown Durham, Inc., and Blackwell Management Company. The PST helped to develop a list of business owners and community stakeholders that should be a part of the parking study process and were included in the outreach efforts with individual interviews. In addition, an online survey was developed to provide a means for a larger audience to provide input on the parking system. The online survey was structured such that it was applicable to business owners, visitors, downtown employees, and residents and was circulated by the City and Downtown Durham, Inc. through email distribution lists. Key survey findings include:

- ~70% of employee respondents park for 6-10 hours; ~48% of which park on-street
- Peak business activity during lunch hours
- Top three parking items of interest/concern:
 - Ability to find parking
 - Cost of parking
 - Distance from space to destination
- Business owners want better wayfinding, technology, and inventory

Parking demand associated with future development projects as well as the impacts from recommendations resulting from this study was estimated for the Downtown study area utilizing a parking demand model (Park+). On the surface, parking demands are met with the existing parking inventory within the study area as a whole, but the location of the supply does not align with that of the demand. Given the close proximity of projected development to existing adjacent development, as well as reasonable walking tolerances for those parking in Downtown and available parcels, it is difficult to pinpoint exact locations for parking infrastructure to meet the parking demands and limitations. As a result, it is recommended that the City work with private developments to incorporate a component of public parking into their projects and enter into a public/private partnership to deliver that component of the project. This approach will centralize parking inventory around the developments that are drawing demand and will likely allow the City to deliver this infrastructure at a lower cost than stand-alone City built parking garage projects.

A review of existing parking operations and management was performed that focused on the many types of users of both on- and off-street spaces and the associated strategies of each. It was found that when compared to other communities of equal size, the City operates with fewer staff and resources to manage their parking system. Further, it was determined that other areas of the parking system, including facility security and wayfinding, are lacking in quality and quantity. Sections in this report titled "Management Organizational

Options”, “Wayfinding and Parking Guidance”, and “Peer City Outreach” provide examples of strategies implemented in other cities that have been successfully implemented. Within the Management Organizational Options section is a description of parking monetization, goals and key issues associated with such a process, and the legal authority within the North Carolina General Statutes to do so.

One of the main recommendations of the study is implementation of a paid on-street parking system to encourage turnover. As a result, a review of on-street payment technology was performed. Several options were considered keeping in mind the Guiding Principles developed for the study, specifically providing exceptional client service, several payment options, and ease of use. Another goal of the PST specific to on-street payment technology was to provide an option that was technologically advanced, such that it could have a relatively long service life, rather than being outdated in the near future. Several technology options were considered, including single space credit card meters, pay stations, including pay-by-space and pay-and-display, pay-by-license plate, and pay-by-cell. In addition, the flexibility that each of these options have on smart phone applications and other miscellaneous parking technology was considered. In the end, pay-by-cell technology supplemented with pay-by-space pay stations located on each block face with paid on-street parking was selected as the recommended approach for on-street payment technology. The combination of these two technologies was selected to provide an easy to use and convenient program.

Currently, the City does not operate with a single fund associated with all things related to parking. Rather, revenues and expenses associated with typical operations and maintenance reside in the Department of Transportation, while facility maintenance and repair is funded through General Services. Further, current debt service related to the construction of the North Deck and renovations of the Durham Centre and Corcoran Street garages are assigned to the General Fund. In an effort to combine all parking related services into a single Parking Enterprise Fund, a 3-, 5-, and 10-year financial analysis was performed that utilized revenue and expense data provided by the City as well projected revenues and expenses related to recommendations that were made as a part of this study. The result of the financial analysis, including the recommendations as outlined in this document, projects that the City Parking Enterprise Fund could be self-funded (revenues equal to or greater than expenses) by 2022/2023 (10-year projection).

Finally, the following recommendations were developed to address identified parking inadequacies associated with on-street parking, off-street parking, and the overall parking system.

On-Street Parking Recommendations

Paid On-Street Parking

Begin to implement paid on-street parking for the approximately 750 spaces identified in Figure 12.1 within the Downtown study area in 2013/2014, with the intent to be operational approximately January 2015. These areas generally include the area within and on the Downtown Loop, the area surrounding the American Tobacco Campus and the Durham Performing Arts Center, West Village, and the southern portion of the Brightleaf District. The recommended hourly rate for these spaces is \$1.25.

Time Restricted Parking

Some areas of current time restrictions for on-street parking should be revised to complement the paid on-street parking system as a whole and surrounding land uses. It is important that any time limit that is in effect be actively and consistently enforced to ensure desired levels of turnover. Refer to Figure 12.2 for the recommended time restrictions for on-street parking in the Downtown study area.

On-Street Parking Payment Technology

On-street payment should be collected by a combination of two technologies in an effort to relate to a larger percentage of population. Payment should be collected via pay-by-cell technology allowing the user to pay for and supplement payment via cell phone. In addition, pay stations with pay-by-space technology should be installed on each block face with paid parking as an alternative to pay-by-cell. Pay station locations should be coordinated with stakeholders and meet ADA requirements.

Further discussion among the PST and City leaders will likely be required to determine the strategy of implementation and number of pay stations installed in the study area.

On-Street Hours of Operation

Maintain the hours of operation of on-street spaces, including when the paid on-street system is implemented, from 8:00 AM to 6:00 PM.

North Carolina General Statute Update

The City should seek partnership with the North Carolina League of Municipalities to update the North Carolina General Statute, specifically Section 160A-301 Parking, to reflect current parking industry practices related to payment and remove ambiguity.

Curb-Lane Management

The City should perform a curb-lane management study to ensure that curb lanes and block faces within Durham are allocated, operating, and managed effectively, specifically related to areas assigned to hourly parking, commercial or vehicle loading zones, valet stands, taxi lanes, bus stops, and residential parking.

Construction Activity On-Street Parking Loss

The City should require contractors and others that block on-street spaces to pay what is equivalent to the maximum daily amount for a full day of hourly parking. This would equate to the recommended hourly rate of \$1.25 per hour over a 9 hour period, or \$11.25 per day. It is recommended that the City implement this fee immediately.

Off-Street Parking Recommendations

City-Owned Vehicle Parking

Relocate the City owned vehicles to a less utilized parking facility (potentially the Durham Centre garage).

Chapel Hill Street Parking Lot

The surface lot located immediately south of the Chapel Hill Street garage should be restricted to hourly users only to encourage higher turnover. Those with monthly permits for the Chapel Hill Street garage should not be allowed to park within this surface lot and should be required to park within the garage.

Lot 8 Hourly Rate

Currently, Lot 8 is an hourly only surface lot with a rate of \$2.00 for the first hour, then \$1.00 for each additional hour up to a daily maximum of \$10.00. Considering the drastic decrease in hourly revenue generated from Lot 8 as result of the relocated Durham County Courthouse, it is recommended that the City revise the rates in Lot 8 to be similar to hourly rates in other city-owned facilities – \$1.00 per hour with a daily maximum of \$8.00.

In addition, Lot 8 should be considered to be used for monthly permit parking as well, similar to Lot 14. The City should monitor its hourly parking demand and implement monthly parking if hourly use is down as a result of the County Courthouse relocation.

Monthly Permit Rate Increase

To better align monthly permit rates with regional and peer cities, monthly permit rates for all off-street facilities, including surface lots and garages, should be increased by \$10 per month beginning in 2013/2014. The resulting increase in revenue is approximately \$212,000 in 2013/2014. Given current contractual obligations with American Tobacco, monthly rate increases at the North Deck are capped. The monthly rate for users of the North Deck should reflect the maximums outlined in the current agreements with these entities.

Regional peer cities monthly permit rates range from \$60.00 – 130.00 for parking garages and \$40.00 – 60.00 for surface lots.

Special Event Rate Increase

To better align special event rates with other cities, the rate charged per vehicle for special events should be raised by \$1.00. The result will be a charge of \$3.00 per vehicle at all City-owned garages with the exception of the North Deck where the rate will increase to \$5.00. The revenue increase is estimated to be approximately \$60,000 in 2013/2014.

Develop and advertise a new optional permit for those that prefer a reserved parking space. This new permit option should provide 24/7 access to a reserved parking space in a facility closest to the permit holder's place of residence. It is recommended that the rate for a reserved 24/7 residential permit be \$90 per month.

Residential Permit

In addition, the existing residential permit rate of \$10 per month that allows access outside of normal operating hours should remain available and be increased to rate of \$20 per month.

For residents that desire to have parking access during the day, as well as nights and weekends, but do not require a reserved space, they have the option to purchase a typical off-street permit at a current rate of \$55 per month for surface lots and \$65 per month for garages, which allows access during normal operating hours.

There is currently no charge for parking in City-owned facilities during nights and weekends, thereby resulting in 24/7 access, albeit not reserved parking, for the cost of a typical monthly permit.

Long Term Lease

Considering the current operating deficit of the Parking Fund, any long term lease for parking should be carefully reviewed. At a minimum, any long-term lease should include provisions that allow the City to increase lease rates at regular intervals. Monthly leases, in general, should be offered on a month-to-month basis, with no bulk or duration discount.

Parking Facility Assessments

A base-line condition assessment of all City-owned garages is currently underway to determine long-term maintenance needs. In addition to assessing City-owned garages, the City should assess surface lots as well. The results from these assessments will outline a 10 year budget plan for on-going maintenance and future repairs for all City-owned facilities such that the City can better financially prepare.

Future Garages

To meet future demand in the Downtown study area, the City should begin to plan for potential need for future City-owned parking garages. Two sites for potential garages were identified within the Downtown Loop along West Morgan Street to meet the demand in the City Center (see Appendix B for conceptual layouts). In addition, conceptual plans have previously been prepared by others for Lot 8 as a potential parking development site. Another location is recommended in the Central Park District to support growth in the northern portion of the study area.

Should the City move forward with redevelopment of the existing Chapel Hill Street garage and surface lot site, the existing parking supply is recommended to be replaced by another garage within the Downtown Loop prior to demolition of the existing parking facilities.

Priority should be placed on public/private partnerships rather than standalone City-owned structures (see next recommendation).

Public/Private Partnerships

While the need for the City to plan for and build standalone parking may be required, the City should put priority on building parking infrastructure within the study area through public/private partnerships. This approach maximizes land use within Downtown and minimizes City staffing requirements to plan, facilitate, and construct standalone parking facilities. It also better aligns parking inventory with demand, as additional City supply would be incorporated within the development. Two models for ownership are possible, where either the City owns the parking facility and leases spaces to the private entity or the private entity owns the parking facility and shares a portion of the revenue generated with the City.

Potential project locations for public/private partnerships include the Woolworth Site and a potential future garage in the Central Park District.

Parking Access and Revenue Control Equipment

The City should continually monitor, maintain, and upgrade equipment as necessary to provide a positive user experience. This applies to equipment in garages and surface lots. When replacing equipment, emphasis should be placed on multiple payment options, as well as the ability to maintain space counts for use in parking management decisions and parking guidance signage. The City could also consider leveraging pay-in-lane technology which would allow users to pay upon exiting a facility without the need for an attendant.

In addition, the City should continue to implement a 24/7 gates down operation, where users are required to pull a ticket no matter the time of day they enter a facility; however, they will only be charged for the length of time they used the facility during normal operating hours.

First Hour Free

Following the implementation of paid on-street parking, the City should review on- and off-street user patterns and consider implementing a first hour free program in the off-street facilities, particularly garages.

Armory Surface Lot

It is recommended that the County surface lot adjacent and to the south of the Armory and across the street from the main entrance into the Convention Center be operated as a fee based lot with a pay station. No gates would be required, but a single pay station would be installed where users of the lot would be required to pay for their stay. This would require coordination between, and approval of, Durham County and the City of Durham.

Surface Lots within Paid On-Street Extents

It is recommended that the City install pay stations in the surface lots that are located within the extents of the recommended paid on-street locations, requiring users to pay for time in which they occupy space within these public lots. Similar to the Armory surface lot recommendation, gates would not be required, rather a single pay station per lot would be installed that would provide a location for users to pay for their stay.

Overall Parking System Recommendations

Improved Parking Management

A Parking Manager should be appointed or hired to oversee all parking related issues from policy, planning and design, construction, maintenance, and management.

Parking Enterprise Fund

Implement a Parking Enterprise Fund ensuring all net revenues collected from the parking system would be used to pay for public improvements in the area in which the revenues were collected. Cities with Parking Enterprise Funds typically also use parking revenues to fund debt service and maintenance associated with new and existing parking facilities, which is recommended for the City of Durham.

Improve Security

To help improve security, lighting should be upgraded in and around City-owned parking facilities, including along main paths of travel between parking facilities and Downtown business and entertainment destinations. In addition, CCTV surveillance capabilities should be considered for installation at all garages.

In addition, the number and frequency of security guard patrols of city-owned facilities should be increased such that there is at least a patrol presence 24 hours per day. Currently, security guards patrol the City-owned parking garages from 5:00 PM – 12:00 PM, seven days per week. The Durham Centre and Chapel Hill Street garages each have a dedicated security guard during this time and the Corcoran Street and Church Street garages share one security guard that patrols both facilities. Between the hours of 12:00 PM and 8:00 AM there are no security guards on duty.

Parking Wayfinding

Implement a signage system focused on vehicular movements throughout the study area utilizing larger signage, font, and graphics, as well as similar color coding and district delineation as used in the pedestrian signage. In addition, a parking guidance system to communicate available parking spaces by garage to drivers on dynamic signage placed throughout the City should be studied in more detail.

Parking Brand

Develop a brand for public parking in Durham, similar to that of Raleigh, NC, Eugene, OR, and San Francisco, CA. Once a brand is developed the associated logo and name should be consistently used on all City-owned facility identifying signage, as well as the City parking website. Consistent marketing and advertisement should improve the perception of parking in Downtown Durham.

Parking Ambassador Model

Implement a parking ambassador model to parking enforcement in Durham that focuses on educating the public about the parking system, rather than focusing on revenue generation through parking citations. Currently, Lanier Parking Solutions equips their enforcement officers with maps of Downtown such that they can assist the public; however, this program should be upgraded and expanded.

This recommendation in no way suggests that citations should not be issued to those not obeying parking and traffic restrictions.

Electric Vehicle Charging Stations

Implement electric vehicle charging stations per the Durham City-County Electric Vehicle and Charging Station Plan, however, base installations on demand. Provide a means on the City website for the public to communicate their desires for electric vehicle charging stations and implement installations as appropriate. Policy related to use of these spaces and charging stations should take into account the following:

- Users of an electrical vehicle charging station space should be required to pay for the use of the space in a manner that is consistent with the facility in which it is located.
- Electric vehicle charging station spaces should be reserved for electric vehicle use only. Use of this space by non-electric vehicles should be cited.
- Use of an electric vehicle charging station space should be time restricted, to minimize the situation of one vehicle occupying the space for an entire day. The time limit should be determined on a case by case basis and be based on the charging duration requirements of the equipment being installed.

Periodic Parking Rate Increases

Increase hourly, monthly permit, and special event parking rates by 20% in 2017/2018 with an additional 20% increase in 2022/2023 to maintain consistency with inflation and the growth of the parking system and parking operation. These increases assume parking rates would be increased at approximately five year intervals; however, the exact increase and timing of implementation would need to be based on actual financial conditions and reflect then current conditions. On-street parking should be maintained at a higher rate than off-street to encourage long-term visitors to use the off-street facilities.

This rate increase is in addition to the recommended \$10 increase to monthly permit rates in 2013/2014. This rate increase also does not apply to the North Deck due to existing agreements with American Tobacco ownership and Triangle Transit.

Motorcycle Parking

It is recommended that the City consider locating motorcycle parking in on- and off-street facilities in a manner that minimizes the impact to the existing parking supply (e.g., using areas that are not accessible by typical vehicles).

2 | Introduction

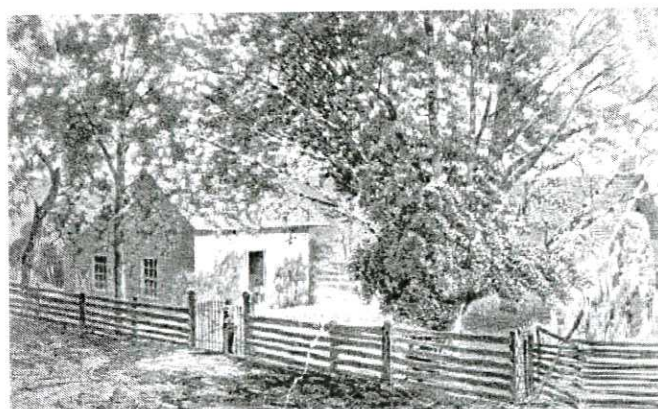
The City of Durham, with the assistance of Kimley-Horn and Associates, Inc. (KHA) has developed a Comprehensive Parking Study intended to address existing and future parking issues in its downtown core and Ninth Street district. This study will review the items below with a focus on the Downtown Study Area:

- Public perception of parking discussed during public involvement sessions,
- Existing parking trends determined during a thorough field review,
- Parking demand projections determined through the use of an innovative parking model designed specifically for the City,
- Operational strategies and organizational structure,
- Financial projections determined through a review of provided financial data,
- Review of monetization of a parking system.

Finally, this report will present recommendations intended to improve these issues and help the City prepare for projected growth and expansion.

Historical Context¹

The land that would become Durham is thought to have been the site of an ancient Native American village named Adshusheer, which was settled by the Eno and Occaneechi tribes. These Native Americans helped to mold the area that is now Durham by establishing settlement sites, transportation routes, and environmentally-friendly patterns of natural resource use along the Great Indian Trading Path, which traced through the settlement. In 1701 European explorer John Lawson chronicled the area that is now Durham as “the flower of the Carolinas”. Later, during the mid-1700’s, colonists settled, built



View of Bennett Place
(courtesy NC Division of Archives & History)



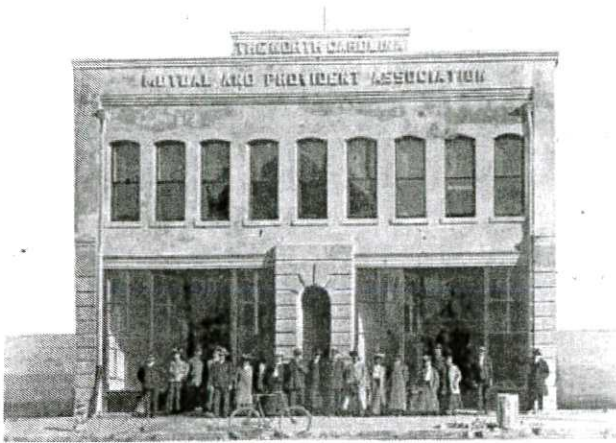
American Tobacco Company, circa 1900
(courtesy NC Division of Archives & History)

gristmills, and worked the land.

The area remained an active settlement through the Revolutionary War and Civil Wars. In fact, Union General Sherman and Confederate General Johnston negotiated the largest surrender at the end of the Civil War at Bennett Place, located approximately 5 miles northwest of present day Downtown Durham. After the ceasefire, troops from both sides celebrated together and discovered Brightleaf tobacco. From this celebration, the tobacco industry in present day Durham was born. Shortly thereafter in 1869, the City of Durham was

incorporated. The tobacco industry in the area ultimately led to

¹ This section based on text found at www.durham-nc.com/about/overview-facts-history/history_glance.php.



NC Mutual Life Insurance Co., circa 1906
(courtesy NC Division of Archives & History)

became a hub for African American enterprise. In 1898, John Merrick founded North Carolina Mutual Life Insurance Company. In addition, Mechanics and Farmers Bank (M&F Bank) was founded in 1907 within the limits of Durham. Following the lead of these two African American successes, other businesses followed suit, growing Durham's Parrish Street neighborhood, famously known throughout the country as "Black Wall Street".

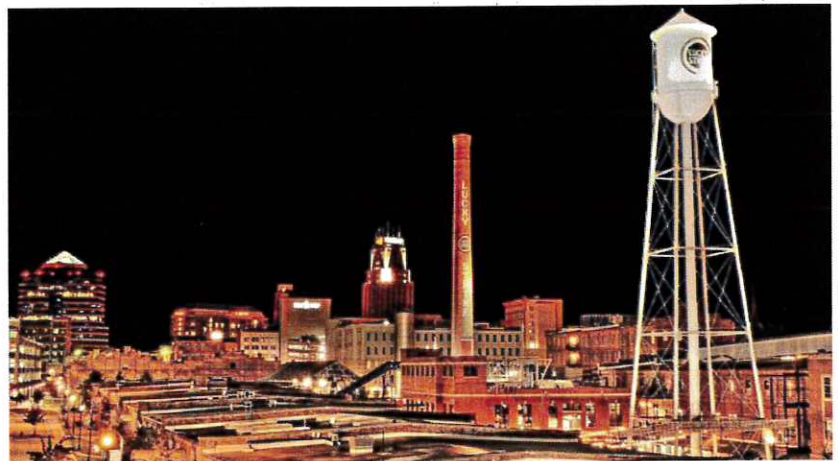
In the 1950's and 1960's, the Research Triangle Park was developed in Durham pinelands and has grown to what is now the world's largest university-related research park. At its inception, the Research Triangle Park consisted of 4,400 acres. The park grew to over 7,000 acres and is considered home to more than 170 major research and development companies, employing more than 39,000 full-time equivalent employees.

As times have changed, Durham has proven to be a community that can successfully accommodate development. Today, Durham is flourishing as development and redevelopment occurs throughout the downtown area. The 2012 population is estimated to be more than 235,000, with many more visitors each year. Businesses, live music, conventions, sporting events, arts, shopping, and restaurants attract employees, residents, and tourists throughout the year. These same employees, residents, and visitors have impacted the way people move around the Downtown area. As the City continues to grow, it is important to consider how these changes affect daily life for all that work, reside, and visit downtown. This study represents one way the City of Durham is showing its commitment to plan for its future while maintaining the charm that attracts new employees, residents, and visitors.

the success of Washington Duke and one of the world's largest corporations. The success of the tobacco industry inspired other development in Durham, including the first denim mill and the world's largest hosiery maker.

While the tobacco industry was vital to the growth of Durham, education was arguably just as important. In 1887, Trinity College moved to Durham as a result of a land donation by Washington Duke and Julian Carr. Trinity College was renamed Duke University in 1924, after James Buchanan Duke, Washing Duke's son, donated \$40 million to the institution. Within this timeframe, the nation's first publicly supported liberal arts college for African-

Following the Civil War, and concurrent with the rise of the tobacco and education industry in Durham, the City



Downtown Durham Skyline
(courtesy durham-nc.gov)

Previous Planning Efforts

Numerous planning efforts specifically related to parking planning within the downtown study area have been undertaken by the City of Durham. Understanding the previous studies/reviews and how the parking program evolved provides useful insight into assessing parking in the City today. The scopes and recommendations of five studies/reviews are summarized as follows.

Discount Parking Rate Study (August 1998)

The purpose of this study, performed by Carl Walker, Inc., was to evaluate the parking related goals documented in the Downtown Durham Revitalization Plan. The Downtown Durham Revitalization Plan was developed in 1989. The assessment documented in the August 1998 study reflected the goals established nearly 10 years prior. The following recommendations resulted:

- The City-owned parking garages were deteriorated and in need of reinvestment for rehabilitation, including the then newer Durham Centre garage.
- Monthly and hourly parking rates in Durham were the lowest in the state for cities of equal or greater population and should be adjusted. Rates documented in the study were \$25.00 – 60.00 per month for monthly leases and \$0.50 for the first two hours and \$0.60 for each additional hour up to a daily maximum of \$5.80 for hourly use.
- Monthly parking availability in the Durham Centre garage was likely to become sparse after construction of the second Durham Centre tower was completed.
- Based on a survey of current conditions, monthly spaces could be oversold in the City-owned garages by 10% with no adverse effects.
- Implement a multi-space discount program was not warranted at the time.
- Replace the existing parking revenue control equipment to take advantage of technology advances.
- The physical condition of City-owned garages should be assessed on a continuous basis as part of an on-going maintenance program to address cracking, rusting, spalling, etc.
- A cooperative relationship between the City and Downtown Durham, Inc. was encouraged.

Downtown Durham Parking Survey (October 1999)

The purpose of this study, performed by John D. Edwards, P.E., was to provide basic information on the number of spaces and peak use of parking on a block-by-block basis. The study provided recommendations for a more efficient use of existing parking, pinpointed blocks of parking surplus and deficit, evaluated the Parking Management Organization, and recommended redesigned and new parking areas. This study focused on the existing parking system and its operation and did not address future parking needs. The following recommendations resulted:

- Implement an improved record keeping system for citation issuance that consider hand held computers coupled with a PC based software program.
- Several off-street surface lots should be redesigned to provide additional parking supply. Schematic diagrams were provided on the redesign of three lots to provide an additional 100 parking spaces combined. The redesigned lots are referred to as Block 6 (bounded by Main Street and Morgan Street, immediately west of the railroad tracks and the Downtown Loop), Blocks 18 and 44 (bounded by Vivian Street, Blackwell Street, Pettigrew Street, and Mangum Street), and Block 64

(bounded by Morris Street and Roney Street, immediately adjacent and to the north of Durham Centre).

- Approximately 400 total on-street spaces should be added along Main Street, Morgan Street, Ramseur Street, and Mangum Street.
- Addition of parking supply should be coupled with increased enforcement.
- Downtown Durham, Inc. should initiate a parking promotions program including newspaper articles, parking maps, a “parking bank,” and a signing system for off-street parking.
- Establish a parking unit within the City organizational structure managed by a professional parking manager.

Parking Management Study for Downtown Durham, NC (May 2004)

The purpose of this study, performed by Central Parking System, was to provide inventory and type of parking in the study area. For this project, the study area consisted of each off-street facility that was part of Central Parking Systems management contract and 338 on-street spaces within the 25 block area in the Downtown Loop. In addition to inventory, both off-street and on-street utilization was determined.

A rate study and financial analysis was also performed for 596 on-street parking spaces within the Central Business District. This analysis included the potential revenue generated from implementing paid on-street parking.

The results of the study were:

- Off-street peak occupancy was approximately 65% within the study area (59% occupancy in 2012).
- On-street peak occupancy was approximately 79% within the study area (72% occupancy in 2012).
- Off-street hourly parking rates, if increased to \$1/hour and \$6 daily maximum could generate an additional \$174,000/year.
- Implementing a paid on-street program could generate \$322,000/year based on a \$0.25/hour rate, \$470,000/year based on a \$0.50/hour rate, and \$765,000/year based on a \$1/hour rate.

Downtown Durham Master Plan – 7-year Review & Updated Workplan (January 2008)

The purpose of this Master Plan was to provide update and further direction from the original Downtown Durham Master Plan adopted by the City Council and County Commission in 2000. Specific focus was placed on public policy issues and development projects that should guide downtown’s revitalization efforts for the following 2 – 7 years. The following five overarching themes were outlined in this Master Plan Update:

- **The City Center as a Focal Point:** Continue to develop the City Center inside the Downtown Loop as the focus of development in Durham. Eight development opportunity sites were identified in the City Center including South Bank Site, Ramseur Street Parking Lots, Green Space, Woolworth Site, 212 Corcoran Street, Triangle Parking Lot adjacent to Chapel Hill Street Garage, Morgan Street Parking Lots, and Civic Center Plaza.
- **Connectivity:** Easy movement between Downtown districts, as well as with surrounding neighborhoods, needs to be a focus to promote activity in Downtown Durham. This includes converting primary downtown streets to two-way traffic, minimizing the impact of the railroad tracks separating City Center and American Tobacco Districts, and activating street-level experience for visitors.

- **Residential In-Fill Development:** Continue to promote residential life within Downtown Durham with a goal of reaching enough units required to attract and support a grocery store.
- **Continue Public Sector Investment:** Continue the momentum gained by successful public/private partnership projects, which should continue to be an integral component to successful build-out of Downtown Durham.
- **Enhance the Capacity of Downtown Organizations:** Considering City staff have responsibilities beyond the limits of Downtown Durham, the Downtown community should organize around an enhanced Downtown entity (i.e., enhanced Downtown Durham, Inc., Business Improvement District, Downtown Development Authority) to facilitate improvements, development, and other vital activities related to Downtown.

In addition, the Master Plan Update identified four items that the community should plan to accomplish in the future:

- Residential units exceeding 10,000 units (including market-rate and workforce housing)
- Hotel rooms in excess of 1,000
- Growing office space by an additional 1,000,000 square feet
- Implementation of open/recreational space within the Downtown fabric

Comprehensive Review of the Parking Program (October 2008)

In 2008, Lanier Parking Solutions performed a review and recommendation for improvement of several City parking policies, including hourly and monthly permit rates, construction permits, hours of operation, and Downtown resident parking. Lanier drew on their parking management and operations experience. Below is a brief description of each item reviewed and the resulting recommendation.

- **Hourly Parking Rates:** City parking rates had not been adjusted in many years and based on other markets in North Carolina are well below standard. An hourly rate structure was recommended that would increase garage hourly parking to \$1.00 per hour up to a daily maximum of \$8.00 and surface lot hourly parking in Lot 8 to \$2.00 for the first hour then \$1.00 per hour for each additional up to a daily maximum of \$10.00. The hourly rates for the City of Durham in 2008 were \$0.60 per hour up to a daily maximum of \$5.80.
- **Monthly Permit Rates:** In 2008, City monthly permit rates had not been raised in over 10 years. Similar to hourly rates, monthly permit rates are below that of comparable markets in North Carolina. Monthly permit rates were recommended to be increased to \$55.00 - \$75.00 for garages and \$45.00 for surface lots. The monthly permit rates for the City of Durham in 2008 were \$30.00 - \$55.00 for garages and \$35.00 for surface lots.
- **Construction Permits:** In 2008, there were no standards as to how construction permits were issued. Lanier recommended the following options for construction permit issuance:
 - Contractors would be required to obtain parking permits through the City department with which they are working.
 - Contractors would be allotted a limited number of permits per company.
 - Contractors would be required to purchase parking at the typical hourly and monthly permit rates of \$10.00 per day maximum or \$55.00 per month.

- **Hours of Operation:** Hours of operation were not consistent between all City-owned off-street facilities in 2008. Lanier recommended setting the hours of operation to be 8:00 AM and 7:00 PM for all City-owned off-street facilities.
- **Downtown Resident Parking:** In 2008 the municipal code allowed a \$10.00 per month rate for residents of Downtown Durham to park in City-owned facilities, rather than the typical monthly permit rate. In 2008, there were 48 of these permits issued. Lanier recommended restricting City-owned facility access to these users to between the hours of 6:00 PM to 8:00 AM Monday through Friday and all day Saturday and Sunday. In addition, it was recommended that the rate of \$10.00 per month be increased to \$20.00 per month. If an individual required access beyond the times mentioned, they would be required to purchase a monthly permit.

Study Area

The Downtown Parking study area covers many districts within the City of Durham, each of which is unique and draws different types of users based on its businesses and venues. As a whole, the Downtown Durham study area is vibrant, with varying activity in many districts, including American Tobacco, Central Park, Brightleaf, West Village, Government Services, and the City Center within the Downtown Loop (see Figure 2.1). This official study area is shown in Figure 2.2 and represents the core of Downtown Durham, containing a multitude of land uses, including, residential, commercial, office, restaurant, retail, entertainment, cultural, and sports venues. The Bull City Connector bus transit extends from the Golden Belt district to Duke University with many stops along Main Street within the study area. The fare-free bus route serves the Downtown study area, as well as Ninth Street and Duke University, providing an alternative means of travel around Durham, other than personal vehicle.



Figure 2.1 – Downtown Districts

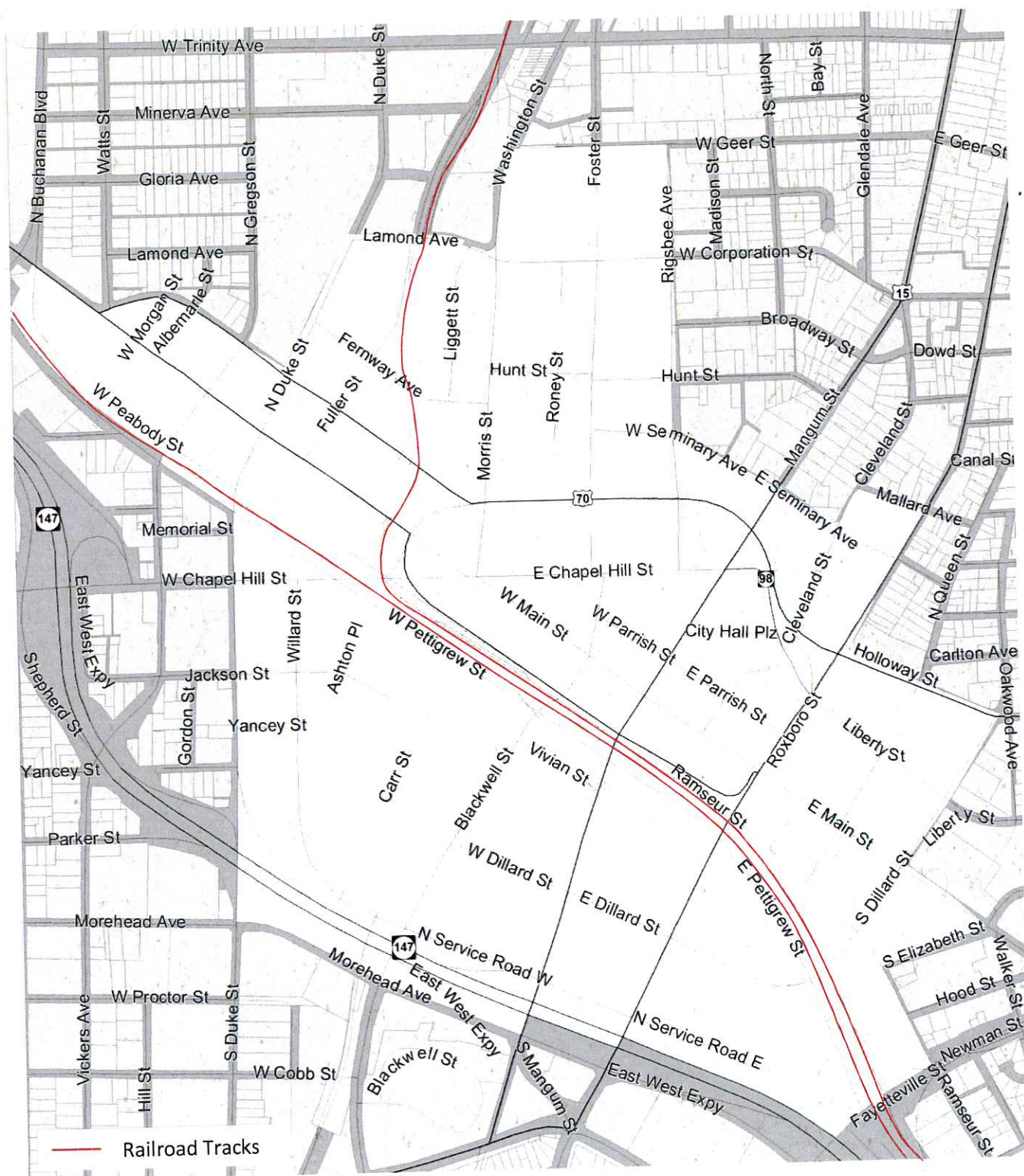


Figure 2.2 – Downtown Study Area

Guiding Principles

To understand the ultimate goals of the City and the overall goal of the parking system, it was important to identify Guiding Principles for the study. These principles provided a framework, ensuring that decisions are consistent with the overall goals of the City, the parking system, and the users of the system. As recommendations were researched, analyzed, developed, and refined, the Guiding Principles were used as an evaluation tool for the Parking Study Team. Each potential recommendation was evaluated with respect to the Guiding Principles to determine if it should be further considered for implementation within the City. Recommendations presented in this document not only embrace a comprehensive approach to parking, but also emphasize the Guiding Principles shown in Table 2.1.

Table 2.1 – Parking Study Guiding Principles

Guiding Principle #1	Leverage parking infrastructure investment and enhance parking management as a key element of downtown economic development.
Guiding Principle #2	Integrate planning for future parking facilities into the larger downtown development strategy.
Guiding Principle #3	Manage off-street and on-street parking assets as a unified system to support overall parking principles.
Guiding Principle #4	Sustain parking system investments by parking revenues without subsidy from the General Fund.
Guiding Principle #5	Orient enforcement strategies towards customer service to improve public perception of parking enforcement and enhance the experience of downtown visitors.
Guiding Principle #6	Leverage technology advancement to provide exceptional customer service and additional payment options.
Guiding Principle #7	Integrate good urban design principles relative to parking facility design to better integrate parking infrastructure into the urban fabric including street level activation, mixed-use development, LEED® certification, etc.